

## **Chapter 4: Land Use Element**





## CHAPTER 4: LAND USE ELEMENT



### INTRODUCTION

#### Purpose of the Land Use Element

The land use element is one of the six mandatory elements required by the Growth Management Act<sup>1</sup>:

*[The City must adopt a] Land Use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. [It] shall include population densities, building intensities and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of ground water used for public water supplies. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state...*

This Land Use Element is usually the most debated element of a comprehensive plan. It represents the community's policy plan for growth over the next 20 years in a very tangible way. It considers the general location, intensity and density of land uses, how traffic, drainage, community services, etc. will be affected and controlled by regulating development. It has the most to do with how citizens will be able to use their land and therefore is among the most sensitive topics of government regulation.

Within urban growth areas like Lake Stevens, land use policies can be controversial because they result in the development of previously vacant land, many times at a fairly high density. The State's Growth Management Act mandates this level of density so that population and employment "targets" are met. In order to comply with State law, Lake Stevens and Snohomish County must provide a land use plan that allows growth to occur at a level that will accommodate a 2025 population of 46,125 within the UGA

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<sup>1</sup> RCW 36.70A.070(1)



and provide for jobs, shopping, recreation, open space and the like. The County's employment target for 2025 is 6,615 jobs in the UGA. The City agrees with this target and will plan for it.

### **Existing Growth Strategy**

This section provides an overview of the existing land use and transportation patterns within the City and its UGA, and describes the City's existing strategy for accommodating residential and employment growth. The City completed a project report for the Lake Stevens South Rural Urban Transition Area in August 2008. The City recognizes the importance of review and analysis of all adjacent RUTA areas for future comprehensive planning and benefit.

### **Existing Land Use and Transportation Pattern**

The City of Lake Stevens consists of 3,392 acres situated on a gently sloping terrace rising east from the flood plain of the Snohomish River to the foothills of the Cascade Mountains. The City limits currently surround the north side of Lake Stevens, and the City proposes to eventually annex the remainder of the Urban Growth Area (UGA) surrounding the Lake. Directly west of the city is the Snohomish River flood plain which consists of critical habitat areas and agricultural uses. To the east are largely forested lands with limited residential development. The area south of the current City boundaries and an unincorporated portion of the UGA is a patchwork of large-lot residences, small farms, and wooded areas with limited commercial areas.

The present-day land use pattern within the City and its surrounding UGA is predominantly single-family residential (approximately 72% of land area within City and UGA) with a dispersed and discontinuous street network. Multi-family residential uses are primarily confined to the perimeter of the Central Business District (Old Town), along Grade Road to the north, along 16<sup>th</sup> Street NE to the south, and in and around Frontier Village. Large portions of the City have developed within the past several decades resulting in a relatively new housing stock. Much of the development within recently annexed areas of the City occurred while these areas were part of unincorporated Snohomish County.

The City of Lake Stevens and its UGA are connected to the greater region by several regional highways. The local transportation system consists of a fairly dispersed network of roads. This type of road network is reflective of the suburban development pattern within the City and its surrounding area. SR 9 is the major north-south highway that transects the Lake Stevens UGA; extending northward to the Skagit County line and southward to SR 522. It connects to major east-west routes, including US 2, SR 92, SR 204, and 20<sup>th</sup> St SE/Hewitt Ave. US 2 is a major route that connects to the I-5 corridor and Everett to the west, and to points east. SR 92 is a Regional State Highway and serves as an east-west route that extends from SR 9 eastward to Granite Falls, and



defines the northern boundary of the City. SR 204 is a Regional State Highway and serves as a connector between US 2 and SR 9. Machias Road is a major north-south collector extending north to SR 92 and south to US 2, and defining the City's eastern boundary and the eastern boundary of the RUTA south of the City. With the exception of these major routes and a limited number of arterial type streets, the street pattern within the Lake Stevens UGA is largely discontinuous. This street pattern tends to concentrate traffic flows onto collector and arterial roads.

### **Lake Stevens Comprehensive Plan (City and UGA)**

The City of Lake Stevens' growth strategy is articulated within the Comprehensive Plan and associated zoning and land use maps. For the purposes of defining a Framework Plan that includes the Rural Urban Transition Area (RUTA) as an area for long-term employment growth, the City's existing strategy for growth within the UGA has been reviewed and analyzed. Related documents such as County plans and Buildable Lands Report are discussed further below along with summaries of information related to public services and utilities.

The City's vision very clearly defines its growth strategy and how it relates to the City's goals for accommodating a growing population while enhancing quality of life, environmental protection and economic vitality.

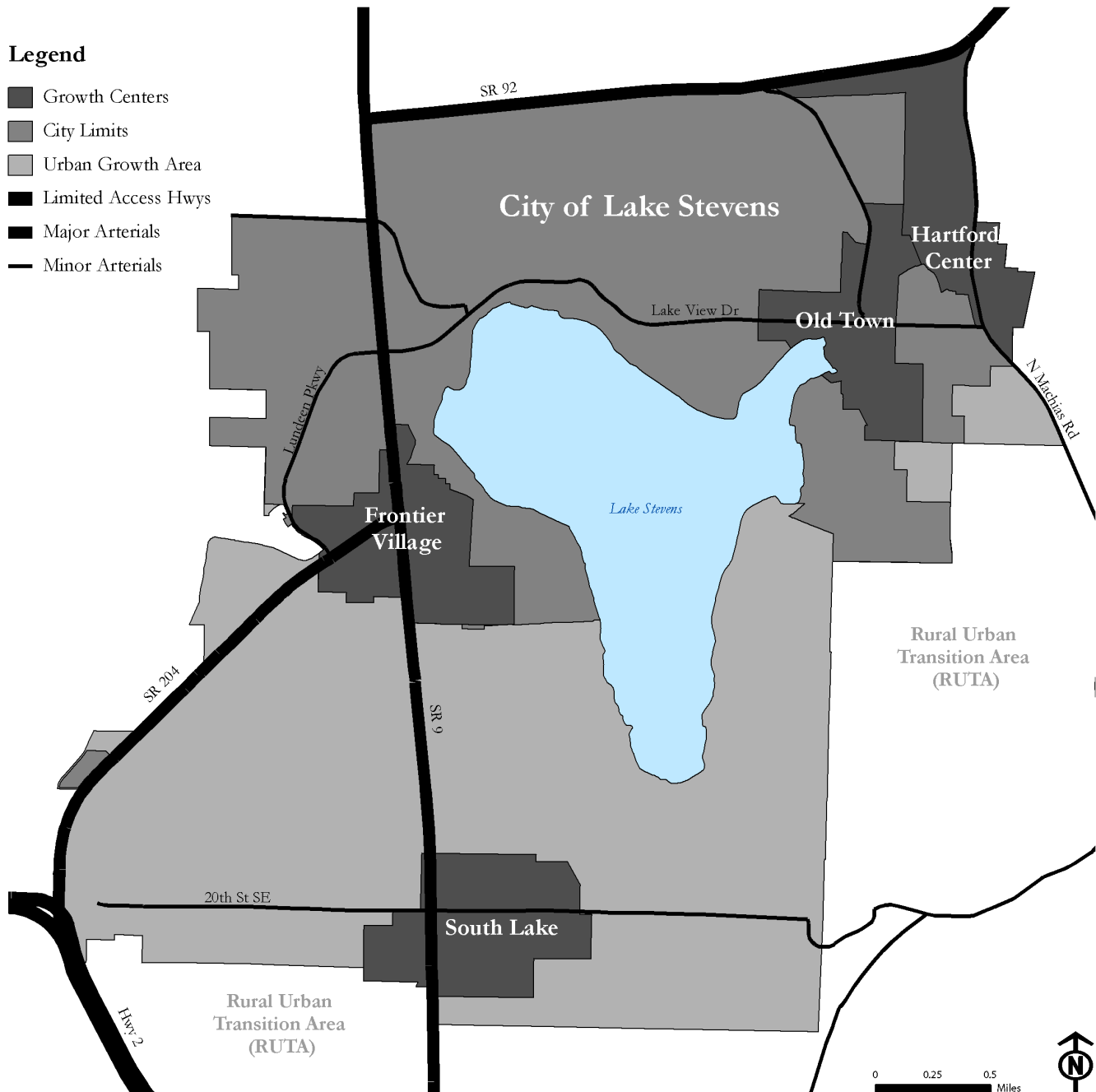
In addition to the vision statement, the City has seven Vision Goals in Chapter 1. Vision Goal 3 clearly defines the City's strategy for locating employment uses:

*VG-3 The Community will focus its economic development activity in the Hartford Road Industrial Area, three Community Growth Centers and small neighborhood service centers.*

The City's growth strategy, as it is described in its Vision and elsewhere within the Comprehensive Plan, consists of directing the majority of new residential and employment growth to areas where infrastructure and services are available, and into highly concentrated and well-designed "growth centers." These centers are:

- Old Town/Central Business District
- Frontier Village
- South Lake
- Hartford Industrial Center

Old Town, Frontier Village, and South Lake are identified as Community Growth Centers while Hartford is identified as an Industrial Center. Figure 4.0 shows these growth centers. As described in the introduction, the City began an implementation process to transform Frontier Village and South Lake from conceptual to community growth centers to adopted subarea plans. The Lake Stevens Center Subarea Plan and 20<sup>th</sup> Street SE Corridor Subarea Plan were adopted by the City Council in 2012 and are incorporated into the Comprehensive Plan as part of this Land Use Element.



**Figure 4.0 – Growth Centers Map**

(Frontier Village and South Lake are no longer Growth Centers, but included in adopted Subarea Plans.)



This strategy accomplishes several city goals by concentrating development in order to preserve the natural characteristics of the City. The City was recently complimented by the Puget Sound Regional Council, after review of the current comprehensive plan, for the intended centers growth pattern. In addition, the centers strategy is consistent with the public vision expressed during the community outreach for this project.

The City wishes to improve its jobs-housing balance and provide family-wage jobs by growing a range of employment sectors, and is particularly focused on attracting hi-tech industries. The defined centers vary in their location, relation to the transportation network, and land use context. The City will be developing subarea plans for each of the Community Growth Centers in order to better plan for each of these areas to have its own distinguishing character, and to contain uses intended to serve a market that will ensure economic vitality.

### **Subarea Plans**

The Growth Management Act provides for subarea plans to be developed. Subarea plans focus on a specific area within a City or Urban Growth Area that has unique planning needs different from the jurisdiction as a whole. The City of Lake Stevens has adopted the following subarea plans as described in the following sections.

#### **20<sup>th</sup> Street SE Corridor Subarea Plan**

In September 2012, the City Council adopted the 20<sup>th</sup> Street SE Corridor Subarea Plan. This plan provides specific goals and policies for approximately 850 acres located across the southern portion of the city along 20<sup>th</sup> Street SE east and west of State Route 9. The plan also amended the Land Use Map for many parcels within the subarea. The Subarea Plan was prepared under the Growth Management Act; it includes plan, goals and policies, capital facilities plan, environmental impact statement, and a Planned Action Ordinance. Adoption of the plan has resulted in area specific design guidelines, development regulations and zoning districts.

### **Goals**

The following goals are contained in the 20<sup>th</sup> Street SE Corridor Subarea Plan, and are reprinted here to provide a complete set of land use goals in this document. The subarea plan includes policies for each goal.

**Goal 1: Community Character** - *Dramatically modify the appearance, function, identity and economic value of the area by creating a cohesive district.*



**Goal 2: Livable Places and Housing** - *Create a collection of neighborhoods offering a range of choices in housing type and size, tenured retail goods and services, and employment with high quality design.*

**Goal 3: Land Use and Intensity** - *Identify business/office park locations, and areas of commercial/mixed use nodes and specific locations for higher density housing to create a vibrant district for economic development, jobs, regional shopping and housing options over a 10 to 20 year period with some areas developing earlier and others later depending upon access, market demand, environmental factors and other variables.*

**Goal 4a: Circulation and Mobility** - *Develop a complete and efficient transportation system that supports all modes of travel based on an attainable Level of Service.*

**Goal 4b: Circulation and Mobility** - *Acknowledge that designing a road network to accommodate the peak one hour of vehicle travel per day may not be economically feasible and has negative consequences for other modes of travel and the environment.*

**Goal 5: Sustainability and Natural Resources** - *Development and infill projects should apply best management practices and integrate site design into the natural systems and greenbelts while striving to retain natural elements such as existing vegetation and significant trees and take advantage of mountain and valley views.*

**Goal 6: Public Places and Community Facilities** - *Invest in and/or plan for public and semi-public gathering places and community facilities to attract high-quality residential and employment development throughout the subarea.*

### Lake Stevens Center Subarea Plan

In September 2012, the City Council adopted the Lake Stevens Center Subarea Plan. This plan provides specific goals and policies for approximately 360 acres centered on the State Route 9/State Route 204 intersection. The plan also amended the Land Use Map for many parcels within the subarea. The Subarea Plan was prepared under the Growth Management Act; it includes plan, goals and policies, capital facilities plan, environmental impact statement, and a Planned Action Ordinance. Adoption of the plan has resulted in area specific design guidelines, development regulations and zoning districts.

### Goals

The following goals are contained in the Lake Stevens Center Subarea Plan and are reprinted here to provide a complete set of land use goals in this document. The subarea plan includes policies for each goal.





**Goal 1: Community Character** - *Dramatically upgrade the appearance, function, identity and economic value of the area.*

**Goal 2: Livable Places and Housing** - *Transform the subarea into a safe, complete, and vibrant district with a wide range of retail, employment, and housing uses that are mutually supportive and integrated through appropriate design requirements and zoning regulations.*

**Goal 3: Land Use and Intensity** - *Encourage a mix of uses, including retail, office, entertainment, institutional, civic, tourism, and residential throughout the subarea that support the redevelopment of older properties into a more vibrant, intense and diverse center.*

**Goal 4a: Circulation and Mobility** - *Develop a complete and efficient transportation system that supports all modes of travel based on an attainable Level of Service.*

**Goal 4b: Circulation and Mobility** - *Acknowledge that designing a road network to accommodate the peak one hour of vehicle travel per day may not be economically feasible and has negative consequences for other modes of travel and the environment.*

**Goal 5: Sustainability and Natural Resources** - *Redevelopment and infill projects should apply best management practices, integrate site design with elements of natural environment such as existing vegetation and significant trees, and take advantage of lake and mountain views.*

**Goal 6: Public Places and Community Facilities** - *Invest in and/or plan for public and semi-public open spaces to attract high-quality residential and employment development throughout the subarea.*

### **Rural Urban Transition Area (RUTA)**

Beyond the City's UGA to the north, east, and south is a Rural Urban Transition Area (RUTA). The City's Comprehensive Plan acknowledges that development policies within the RUTA will have direct and indirect impacts on the Lake Stevens community, and it has an interest in decision-making in these areas as it affects development and its impacts. The RUTA surrounding Lake Stevens totals 8,960 acres and is largely rural in character. It contains large lot residences, several sizable tracts of forested land, and limited agricultural uses. According to the Snohomish County Comprehensive Plan, RUTAs are intended as areas to set aside for potential supply of land for employment and residential land uses and possible inclusion in a UGA. The City views the RUTA as part of its long-term strategy for accommodating future growth. The City's Vision Goal 7, and its five sub goals, asserts its role and interest in planning within the RUTA in areas where future UGA expansions may occur (see Vision Goals in Chapter 1).



## **Policy Framework**

### **Countywide Planning Policies**

The City recognizes the importance of efficient planning and use of land within the UGA in order to meet the population, employment, environmental and other objectives of growth management and the established Countywide Planning Policies. Countywide Planning Policies (CWPPs) have been adopted by Snohomish County in order to provide a consistent framework in the various comprehensive plans adopted by the County and each city. The City's Plan must be consistent with the adopted CWPPs. (See RCW 36.70A.210). The City's Comprehensive Plan and existing growth strategy is reflective of the policies and vision within the County's Comprehensive Plan and Countywide Planning Policies. Below are a few of the more relevant policies from Countywide Planning Policies and the County's Comprehensive Plan that are reflected within the City's growth strategy. Policy numbers refer to those in the County document.

### **Urban Growth Policies**

- UG-8 Ensure UGAs provide sufficient density, developable land, public facilities and public services to accommodate most of the projected population and employment growth. In addition, the density should be adequate, according to recent studies, to support transit services and the efficient utilization of infrastructure.
- UG-9 Respect the character of existing residential neighborhoods and non-residential areas when planning for urban centers and mixed use developments within urban growth areas. Develop planning and design processes implementing strategies to:
- a. Require all new residential and commercial development to achieve a high level of pedestrian and public transit compatibility,
  - b. Encourage infill development, and
  - c. Enhance the existing community character and mix of uses.
- UG-10 As a means of encouraging efficient use of non-residential land areas, local jurisdictions should provide various incentives for multi-story commercial and mixed use development.

### **Orderly Development**

- OD-1 Promote development within urban growth areas in order to use land efficiently, add certainty to capital facility planning, and allow timely and coordinated extension of urban services and utilities for new development.



- OD-2 Allow development within the incorporated and unincorporated portions of the UGA as follows:
- a. City comprehensive plans shall include strategies and land use policies to achieve urban densities and provide for urban governmental services and capital facilities.
  - b. Development will be consistent with six and twenty year land use and capital facility plans.
- OD-3 Coordinate among jurisdictions within a particular UGA, the data, analysis and methodologies relating to Levels of Service (LOS) standards, as required by GMA. Each jurisdiction may implement and monitor its own LOS standards in accordance with each jurisdiction's adopted Comprehensive Plan.
- OD-8 Encourage land use, economic and housing policies that co-locate jobs and housing to optimize use of existing and planned transportation systems and capital facilities.
- OD-10 Encourage policies that allow for infill and redevelopment of suitable areas in accordance with local Comprehensive Plans.

#### Housing Policies

- HO-2 Make adequate provisions for existing and projected housing needs of all economic segments of the county.
- HO-7 Encourage the availability of adequate housing in designated urban growth areas by considering land use and density incentives as provided in RCW 36.70A.090 and in rural areas by means of cluster housing that minimizes infrastructure costs.

#### County Comprehensive Plan

Objective LU 1.B Designate rural urban transition areas outside of and adjacent to UGAs to reserve a potential supply of land for residential and employment land uses for the next plan cycle.

The City's updated Plan is consistent with these and other Countywide Planning Policies.

#### Summary of Growth Strategy in Relation to County Plans and Policies

In implementing its growth strategy, the City faces several challenges, including land within its UGA that is constrained by topography, critical areas, infrastructure needs, or its ability to accommodate larger employment uses. The City also faces some challenges in funding the infrastructure needs associated with population and



employment growth. To the extent possible these challenges will be addressed within the UGA, however, the City needs to look towards the RUTA as part of its long-term growth strategy. This is supported by Objective LU 1.B of the County's Comprehensive Plan. As part of any planning conducted for the RUTA, the City would explore ways to participate in the County's Transfer of Development Rights (TDR) program.

### **Major Land Use Considerations and Goals**

The amount of land that is fully developable within the City limits is limited, and the remaining land is constrained by topography, sensitive areas and infrastructure needs. The City recognizes the importance of efficient planning and use of these lands in order to meet the population, employment, environmental and other objectives of growth management.

Furthermore, the City is constrained with the available financial resources to address the infrastructure needs of growth. Coordination between the Land Use Element and the Capital Facilities Element is essential to produce a Plan which can realistically be implemented. The Comprehensive Plan must ensure that infrastructure can support existing and new development.

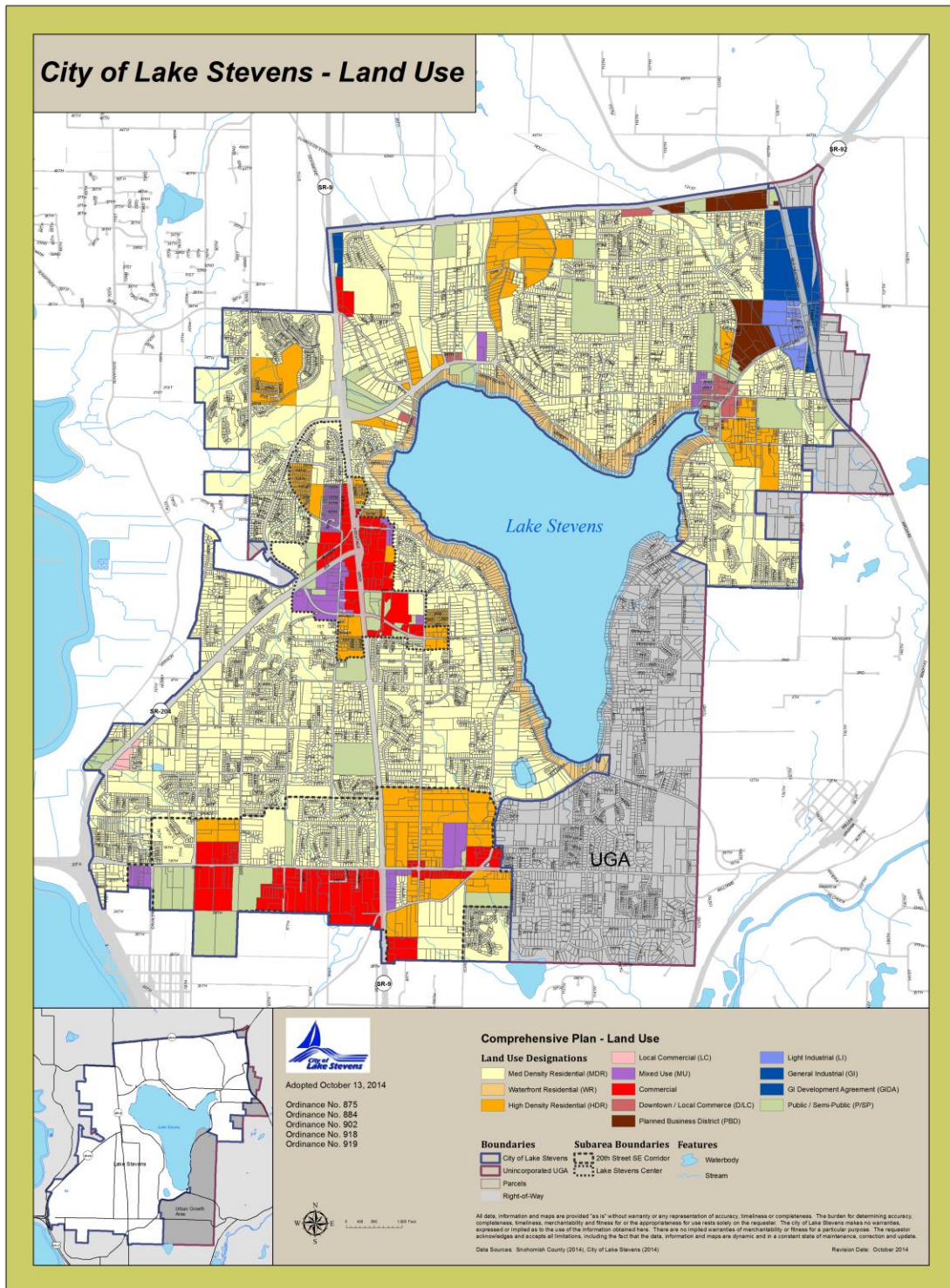
A vital community must find a balance between inevitable growth, a quality environment, good service to citizens and fiscal responsibility. The Land Use Plan is a key factor in developing this balance.

Since 2004, the City of Lake Stevens has pursued an annexation program for lands within the Urban Growth Area (see Chapter 1). It intends to complete annexation of the entire UGA by 2011. Thus, the population and employment estimates adopted by Snohomish County in January, 2006 represent the basis for the land use planning of this Comprehensive Plan update. The City participated in the County's UGA planning effort and is in overall agreement with the resulting land use plan as adopted. Combined with the City's 2005 estimated land use, population and employment totals, the 2025 Plan reflects the land use distribution shown on Figure 4.1

The City defines these land uses in a fashion very similar to the County. The City's definition of uses is described as follows:

### **Residential Land Uses**

This category includes all single family and multi-family structures including: single family, planned residential developments, apartments, condominiums, manufactured housing, foster care facilities, group quarters, and cooperative housing.



**Figure 4.1 – City Land Use Map**



High Density Residential allows any form of single-family, two-family, and multi-family residential uses with no density limits. It also allows limited public/semi-public, community, recreational, and commercial uses.

Medium Density Residential allows single and two-family residential development with gross density of 4 to 12 units per acre. This includes detached, attached, conversion, accessory apartments, townhouses, condominiums, duplexes, tourist homes, special service homes and some manufactured/mobile structures. It also allows limited public/semi-public, community, recreational, and neighborhood commercial uses.

Low Density Residential allows for single-family homes on large lots, with fewer than four units per acre. Buildings usually have fewer stories and are spaced farther apart with large setbacks to side boundaries and the street and large areas of private open space.

Waterfront Residential allows single-family (1 du/lot) residential uses with a gross density of 4 units per acre. It includes detached, tourist homes, and special service homes. It also allows limited public/semi-public, community, and recreational uses.

Residential zoning will be further defined by three “overlay” designations that will be approved after specific reviews of specific plans. These are the Planned Residential Development, Cluster Subdivision and Innovative Housing. In addition, other zones promote flexible housing options to allow for a variety of housing types to be available for residents. For example, the High Urban Residential Zone (HUR) allows higher-density residential uses including multifamily condominiums, apartments, townhouses and row houses, as well as any small lot single-family residential units or innovative housing options (e.g., cottage housing) within the adopted subareas. Cluster subdivisions and planned residential developments are intended to allow variations in housing styles and increases in housing density as a means of encouraging good design and where there are site characteristics (slope, wetlands, etc.) requiring careful design and development. Because these will be approved on a case-by-case basis, there is no estimate of how many acres will be used. However, proponents of these developments will be required to meet the minimum density requirements of each of the underlying zones to ensure that population targets are met.

### **Commercial Land Use**

Sub-Regional Commercial: Allows high intensity, automobile-oriented commercial uses, including dense arrangements of retail stores, services, and professional offices which are used not only by local residents but by those of other communities. It also allows limited public/semi-public, community, and recreational uses. The City looks to these areas to potentially allow a theater, a hotel and restaurants.



**Downtown/Local Commercial:** This is high intensity land use including the Central Business District and other dense arrangements of professional offices and retail stores. This designation discourages uses that are land consumptive (i.e., warehouses) or generate high traffic volumes (i.e., drive-through businesses or gas stations). It allows mixed-use development.

**Mixed-Use Commercial:** This is high intensity land use that includes both commercial and residential elements and encourages mixed use (commercial and residential). It is intended that this land use designation will be placed where a "village atmosphere" is desired, or as a transition from high and low intensity zones.

**Planned Business District:** The Planned Business District allows moderate intensity commercial or mixed use development. It is intended that this land use designation be placed on lands between high and low intensity uses to act as a buffer; or on sites containing sensitive resources; or other sites where, due to property specific circumstances, detailed planning would benefit all property owners involved as well as the public by allowing transfer of densities among parcels in order to avoid impacts to sensitive resources. It achieves this by *requiring* that a Master Development Plan be developed for all similarly zoned contiguous parcels before any one parcel can be developed and that any parcel developed is developed according to that Plan. It also allows limited public/semi-public, community, and recreational uses.

**Commercial:** This is a high intensity land use that includes both high-intensity retail and employment uses including community and regional retail centers, offices, business parks, and associated uses. Multi-family residential uses could be included above or behind commercial uses. It should be located in areas with direct access to highways and arterials in addition to transit facilities, adequate public services and traffic capacity.

### **Industrial Land Use**

**General Industrial** -- This category allows a full range of uses which traditionally can cause impacts to surrounding properties, including caretaker and temporary residences, sales and rental of goods, merchandise, and equipment where there is storage and display of goods inside or outside fully enclosed structures; wholesale sales; manufacturing, processing, creating, repairing, renovating, painting, cleaning; assembling of goods, merchandise and equipment inside or outside fully enclosed structures; mental illness institutions; colleges and universities; indoor or outdoor recreation facilities; penal and correctional facilities; motor vehicle repair, maintenance, painting, and body work; storage of goods; parking; scrap materials salvage yards, junkyards, automobile graveyards; emergency services; agriculture, silviculture, mining and quarrying; miscellaneous public/semi-public, utility, community, recreational, facilities; cemeteries and crematoria; commercial greenhouses; special events; industrial subdivisions; and neighborhood commercial uses.



**Light Industrial** – The City looks to this category as accommodating the future high-tech industries discussed in Chapter 9. Currently this category includes only those types of industrial, sale, or service uses which have fewer external impacts than does the general industrial zone, including: Temporary or caretaker residences; sales and rental of goods, merchandise, and equipment where there is no storage and display of goods outside fully enclosed structures; wholesale sales; manufacturing, processing, creating, repairing, renovating, painting, cleaning; assembling of goods, merchandise and equipment within a fully enclosed structure; mental illness institutions; colleges and universities; indoor or outdoor recreation facilities (except racetracks or drive-in theaters); penal and correctional facilities; motor vehicle repair, maintenance, painting, with no substantial body work; storage of goods within a fully enclosed structure; parking; emergency services; agriculture without livestock, silviculture; miscellaneous public/semi-public, utility, community, and recreational facilities (except airports); cemeteries; commercial greenhouses; special events; industrial subdivisions; and neighborhood commercial uses.

In the future, these areas will be looked upon to focus more on family-wage jobs. The City will work with owners and future developers to prepare these areas for the market place.

### **Public/Semi-Public**

This category includes public buildings, public services, and transportation facilities to support operations of the City, the school district, fire district and miscellaneous other governmental functions. These services require land throughout the City.

### **Existing Zoning in City and UGA**

The City establishes zoning for areas within city limits while Snohomish County establishes zoning for areas within the unincorporated portions of the Lake Stevens UGA. Existing zoning within the City and its UGA allows a range of residential and employment uses.

With adoption of the Lake Stevens Center and 20<sup>th</sup> Street SE Corridor subarea plans, approximately 12% of the land within the City, or 10% of total UGA (City plus UGA) is zoned for commercial and employment uses. This compares with approximately; 26% in the City of Snohomish's total UGA; and 29% in the City of Monroe's total UGA.

The City's thirteen zones that allow employment uses primarily occur within growth centers and subareas. These zones vary in number and type of permitted uses and requirement for special or conditional use permits. The three industrial zones – Light Industrial (LI), General Industrial with Development Agreement (GIDA) and General Industrial (GI) – are exclusively within the Hartford Industrial Center. These zones permit a range of uses including manufacturing, processing and equipment repair uses,





as well as allowing indoor recreational uses, restaurants, storage, motor vehicle sales, and home occupations. Other employment zones include Sub-Regional Commercial (SRC), Planned Business District (PBD), Local Business (LB), Central Business District (CBD), Mixed Use (MU), and Public/Semi-Public (P/SP). These zones allow a wide range of employment uses including sales and rental of goods, office, some manufacturing uses, and retail uses. New employment zones since adoption of the subarea plans include Business District (BD), Commercial District (CD), Main Street District (MS), and Mixed-Use Neighborhood (MUN). Residential uses above and/or behind permitted non-residential uses are allowed in PBD, LB, CBD, MU, BD, CD, MS and MUN. The MUN zone is mainly a residential zone that allows mixed-use buildings or sites. The CBD zone allows two-family and multi-family residences.

Table 4.0a shows a summary of employment zones by acres within the City and its UGA.

According to the City's Comprehensive Plan there remains untapped capacity for new commercial development in the two Planned Business District zones and in Central Business District (CBD) and Mixed Use (MU) zones where existing houses have not yet converted to commercial uses. In 2007, the City purchased approximately 40 acres north of the existing police station to develop a complex of civic facilities, which could include a library, city hall, and a public safety facility including both police and fire stations. The remainder of the site would contain retail development and residential uses within cottage housing, townhouses, and two- or three-story multi-family buildings.

Approximately 14% of the City is zoned for higher-density residences while approximately 65% is zoned for single-family residential uses. Areas zoned for multi-family and higher-density residential development are found within designated growth centers, subareas and several areas outside of these centers, along SR 9 and Callow Road in the northern portion of the City. A smaller area zoned for multi-family residential uses occurs along Lundeen Parkway, approximate to the northwest tip of the Lake.

Table 4.0b shows a summary of residential zones by acres within the City and its unincorporated UGA. Single-family zones include Suburban Residential, Urban Residential, and Waterfront Residential. The higher-density residential zones include High-Urban Residential, Multi-family Residential, and MF Development Agreement.

The County's zoning applies to unincorporated areas within the Lake Stevens UGA. Approximately 0.12% of the unincorporated UGA is zoned for multi-family residential uses while approximately 15% of the area is zoned for single-family residential. Approximately <1% (1% of total UGA) of the unincorporated UGA is zoned for employment uses. These employment zones are found in the northeast portion of the City adjacent to the Hartford Industrial Center. It is assumed that similar City zoning would be applied once these areas are annexed to the City.



**TABLE 4.0a - EMPLOYMENT ZONING IN LAKE STEVENS UGA**

EMPLOYMENT ZONE	ACRES	PERCENT OF CITY AND UNINCORPORATED UGA
General Industrial	98.09	1.23%
General Industrial w/Development Agreement	7.01	0.21%
Light Industrial	40.19	0.09%
Sub Regional Center	0	0%
Central Business District	21.78	0.27%
Planned Business District	64.75	0.81%
Local Business	13.47	0.17%
Mixed Use	17.64	0.22%
Business District	104.11	1.31%
Commercial District	187.64	2.36%
Main Street District	32.74	0.41%
Neighborhood Business	37.75	0.47%
Mixed-Use Neighborhood	71.74	0.9%
Heavy Industrial (Snohomish County Code)	62.02	0.78%
Business Park (Snohomish County Code)	23.61	0.30%
<b>TOTAL</b>	<b>782.54</b>	<b>9.83%</b>

**TABLE 4.0b - RESIDENTIAL ZONING**

	CITY ONLY		UNINCORPORATED UGA	
	Acres	Percent	Acres	Percent
<b>Higher-Density Zoning</b>	814	10.23%	9.8	0.12%
<b>Single-family Zoning</b>	3,735.36	46.93%	1,165.7	14.65%



## **Buildable Lands Analysis**

Under the state Growth Management Act (GMA), Snohomish County and its cities are required to review and evaluate the adequacy of suitable residential, commercial and industrial lands inside the Urban Growth Area (UGA) for accommodating projected population and employment growth during the remaining portion of the current 20-year GMA planning horizon (i.e., to 2025) every five years.

In May 2007, the City Council authorized an independent analysis, by Triad Associates, for the City to provide a higher level of detail that would reflect a more accurate picture of the growth potential and/or limitations in the City limits and the UGA given the City's annexation goals and schedule. This analysis was coordinated with the County's Buildable Land Report (BLR) preparation. The County and cities worked diligently to reach consensus on the methodologies used to calculate land capacity for this BLR cycle. There are some difference in agreed upon assumptions and calculation based on actual data available from the 2002 analysis as indicated in the BLR.

The outcome and conclusions of the analysis is that the City and the UGA have a surplus land capacity for meeting population targets and a deficit land capacity for meeting job targets. Both the City and County results reach the same general conclusions and all major differences have been reconciled at the UGA level. Table 4-1 summarizes the findings of the previous analysis as pertains to the 2003 City limits.

Table 4.1a is the 2007 overall conclusion of land capacity. Since 2003, the City limits have grown through rapid annexation. Updated tables using the County's accepted methodologies are located in the Snohomish County "*Final Buildable Lands Report*" approved by the County Council on October 30, 2007, as well as the City's independent analysis. Although the analysis reflects a separate land capacity conclusion for the City limits as of 2006 and the City's UGA, the 2025 targets have not been adjusted accordingly. Therefore, it should be noted that the City's land capacity for both population and employment indicate a surplus and the UGA shows a population surplus and employment deficit. Since the City is continuing to work towards completion of the progressive program to annex the entire UGA by 2011, the City of Lake Stevens is looking outside its borders given the impact that planning efforts have on the entire Lake Stevens community.



**Table 4-1 - Buildable Lands Analysis<sup>2</sup> (April 1, 2002)**

Zone District	Total Acres <sup>3</sup>	% of Total	Unbuildable Acres <sup>4</sup>	Additional Housing Capacity	Additional Population Capacity	Additional Employment Capacity
Suburban Residential	540	46.8	48.3	452	1,255	
Waterfront Residential	64	5.5	13.5	33	91	--
Urban Residential	125	10.8	23.9	121	291	--
High Urban Residential	13	1.1	6.5	7	18	--
Multi-Family Residential	65	5.6	21.8	108	193	--
Light Industrial	36	3.1	3.8	--	--	62
General Industrial	106	9.2 1	5.8	--	--	1,18
Mixed Use	7	0.6	0	7	11	23
Central Business District	15	1.3	1.1	--	--	22
Planned Business District	67	5.8	14.6	--	--	312
Public Semi/Public	116	10.1	--	--	--	0
<b>Totals</b>	<b>1,154</b>	<b>99.9</b>	<b>139.3</b>	<b>728</b>	<b>1,859</b>	<b>1,600</b>

**Table 4-1a Buildable Lands Analysis (October 2007)**

	City and UGA Combined 2025 Target	City Determined Surplus+/Deficit-	County Determined Surplus+/Deficit-	Difference in # & Acres
<b>Population</b>	46,125	3140	3,125	15 / 5
<b>Employment</b>	6,615	-235	-264	29 / 2

Detailed analysis by Zone District found in *Snohomish County Buildable Lands Report, October 2007* and supported by *City of Lake Stevens Buildable Land Analysis: City Council Review Draft, August 2007*, by Triad Associates

<sup>2</sup> Snohomish County Tomorrow 2002 Growth Monitoring/Buildable Lands Report, January 2003

<sup>3</sup> Does not include existing public rights-of-way.

<sup>4</sup> This column represents estimates made through the recent buildable lands study of the amount of land that is undevelopable because of physical constraints such as critical areas and flood zones. The estimate was generated based on the best available information, but it is not a precise inventory. Site specific studies are necessary at the time of development to more precisely identify location and size of potentially unbuildable lands.



### **Development Trends within the 2005 City Limits**

A look at development trends inside the 2005 City limits is helpful in understanding how future development could occur as the City pursues annexation of the UGA through 2011.

**Residential:** Since 1990, Lake Stevens experienced a steady stream of residential construction. Between 1990 and 2000, 1,085 new dwellings were added, which represents an excess of 40% of the City's total housing stock. The vast majority of those new units (933) were single family detached, with 100 new apartment and 50 new duplex dwellings.

The trend for steady residential construction has continued into the new decade, however, the recently completed buildable lands analysis shows that the City's residentially zoned properties are nearly built out. As of April 2001, there was estimated to be 184 acres of buildable residential land which would support 728 new dwellings. Since then about 500 dwellings have been, or will soon be permitted.

The 2006 annexation of lands to Highway 9 and Lundeen Parkway increased the amount of buildable land in the City. These areas, as with future anticipated annexations will have zoning that is comparable to that existing in the County, assuring that future residential development will be in line with the population target of 46,000 residents in the UGA in 2025.

The buildable lands study did not assign any residential capacity to commercially zoned properties which allow apartments above the ground floor (CBD, PBD and MU). It would be difficult to predict how many dwellings, if any, these zones would accommodate. Historically they provided very little, but the potential for accommodating additional dwellings remains. The City will prepare subarea plans for its three neighborhood centers – Downtown, Frontier Village and South Lake – in 2006. Provision will no doubt be made for mixed use developments in some or all of these districts.

**Commercial:** There has been modest development in the City's commercial zone districts over the last decade. Most activity has occurred at the Main Street Center where a hardware store and a mixed use office/apartment building were constructed.

There remains untapped capacity for new commercial development. Most notably in: Two Planned Business Districts which provide the greatest amount of available land; undeveloped or underdeveloped downtown properties; and existing houses in the CBD and MU zones that have not yet converted to commercial uses.

Of these, given their size, the PBD zoned properties provide the best option for significant investment in the immediate future. The CBD and MU zones have a



combined three acres of buildable land, whereas the PBD zones have between 20 and 30 acres.

**Industrial:** The industrial zones remain largely undeveloped or underdeveloped. Much of the industrial activity has occurred on the individual sites or within existing buildings. New construction has been in the form of small additions or low-employment activities (e.g. self storage, etc.).

The buildable lands report identified 85 acres of buildable land remaining in the 2005 City Limits. Most of this land is in the Hartford Road industrial area in the northeastern part of the City. The City views this as an area that should be organized, adapted for 21<sup>st</sup> Century industry and marketed to new industries to employ local citizens.

### Population and Employment Targets

The amount of buildable lands must be compared with the estimated population and employment to ensure that growth can be accommodated. The process for determining population and employment growth to the year 2025 began with the State Office of Financial Management (OFM) issuing growth targets to be achieved at the county level.

Within the range set by OFM, Snohomish County Tomorrow set a narrower range of growth targets. This narrower range was plugged into a forecasting model by Puget Sound Regional Council to allocate that growth to a smaller geographical area called a Forecast Analysis Zone (FAZ). Using that data, each jurisdiction adopted preliminary targets upon which their comprehensive plans would be based. As each jurisdiction updates its Comprehensive Plan in 2004-06 and finalizes its population and employment figures, the County conducts a final review to ensure the county wide targets are still met. Table 4.2 summarizes the City's adopted targets based on its 2006 population.

**Table 4-2 Preliminary Population and Employment Targets  
(Pre-Annexation City Limits)**

		Existing 2006	2025 Target	2006-2025 Numeric Change
Lake Stevens	Population	7,176	8,360	1,184
	Employment	1,296	1,805	509
Lake Stevens UGA	Population	21,998	37,765	15,767
	Employment	3,399	4,810	1,411
TOTAL	Population	29,174	46,125	16,951
	Employment	4,695	6,615	1,920

*Snohomish County Buildable Lands Report, October 2007, and supported by City of Lake Stevens Buildable Land Analysis: City Council Review Draft, August 2007, by Triad Associates. Numbers do not reflect recent annexations. The current population as of November 2007 is approximately 14,400 including the most recent annexation of the Soper Hill area.*



It should be noted that Lake Stevens has one of the lowest job to household ratios compared to other Snohomish County cities. The City desires to increase the number of employment opportunities given the size of the population and the need to maintain a sustainable and economically healthy community. Although there will be a new round of population and employment targets allocated sometime around 2012-2013 after the next US decennial census, the City should continue to work with Snohomish County and the Snohomish County Tomorrow forum to adjust targets in the interim that would create and support an appropriate job to household balance. The Snohomish County Countywide Planning Policies outline the process for making interim target adjustments.

### **Reasonable Measures**

The Growth Management Act requires that cities consider adoption of “reasonable measures” to allow growth to meet the 2025 population and employment targets. The following table (Table 4-3) lists the reasonable measures included in the Countywide Planning Policies (part of the 2005 County Comprehensive Plan update), identifies those in effect in Lake Stevens, and comments on their effectiveness or potential.

The reasonable measures with the greatest potential to increase employment in suitable locations include establishment of an economic development strategy and then, encouraging development in centers through subarea planning.

As the City moves forward with the implementation of its 2006 Plan, these reasonable measures will be reviewed, revised or added to the City’s regulations and development programs.

**Table 4-3 – Reasonable Measures Included in Countywide Planning Policies**

Measure	Adopted?	Applicability	Effectiveness/Potential
<b>MEASURES TO INCREASE RESIDENTIAL CAPACITY</b>			
Permit Accessory Dwelling Units (ADUs) in single family zones	Yes	On lots with 1.5 the minimum lot size.	Good tool for providing affordable housing. Rarely implemented by property owners. Recent increase in requests.
Multi-family Housing Tax Credits to Developers	No		
Transfer of Development Rights	Yes	Properties with sensitive area	Has not been used.



<b>Measure</b>	<b>Adopted?</b>	<b>Applicability</b>	<b>Effectiveness/Potential</b>
Clustered Residential Development	Yes	PRDs and Cluster Subdivisions	Historically served to protect the wetlands while allowing smaller lots. However, the code has been recently amended to eliminate giving density credit for protected sensitive areas and buffers.
Allow Co-Housing	Yes		Not implemented.
<i>Code does not specifically list co-housing, but like condominiums, multiple dwellings could be accommodated in multi-family zones, depending on specific concept and possible code amendments.</i>			
Increase Allowable Residential Densities	Yes	Single family zones.	Adoption of the 1994 Plan resulted in increased densities. Such increases have been subsequently scaled back.
Maximum Lot Sizes	No		
Minimum Residential Densities	Yes		
Reduce Street Width	Yes	Arterial Overlay	Reduces burden on in-fill lots located along existing substandard roads.
Allow Small Residential Lots	Yes	PRDs, <u>clustered housing</u> , <u>innovative housing options</u>	Most of the new lots have been smaller than the standard 9,600 s.f. and have been located in PRDs. The PRD rules place a limit on the number and size of reduced area lots within a PRD. Innovative housing options usually do not have lots, but are similar to small lot single-family developments.
Encourage Infill and Redevelopment	Yes	All single family residential zones and in subareas	Innovative Housing Options - Cottage Housing is allowed in many residential and mixed use zones. Other innovative housing types to be reviewed (e.g., compact housing, etc.). Subareas and Downtown will include infill and redevelopment.
Inclusionary Zoning	No		
Manufactured Housing	Yes	Manufactured homes allowed under the same rules as other housing types	With changes to State law (RCW 35.63.160) in 2005, it is anticipated that the number of new manufactured homes in Lake Stevens will increase.





Measure	Adopted?	Applicability	Effectiveness/Potential
<b>MEASURES TO INCREASE EMPLOYMENT CAPACITY</b>			
Economic Development Strategy	Yes	Lake Stevens Center and 20 <sup>th</sup> Street SE Corridor Subareas	. In 2012, two subareas were adopted with planned actions to create areas for employment and additional commercial development. An Economic Development Strategy began as part of the subarea planning and will continue in the future. The Downtown area will be planned for in 2013.
Create Industrial Zones	Yes	General and Light Industrial Zones	Capacity exists. Largely undeveloped. Minimal potential for additional implementation.
Zone by building type, not use	Yes, some	Current City zoning is based on use; adopted subarea plans include some regulation by building type	Minimal potential for implementation to significantly alter the growth strategy except within subareas.
Brownfields Programs	No	No known brownfields within the City	
Urban Centers/Villages	Yes	City adopted two subareas that permit a higher density mix of residential and non-residential uses	Implementation through subarea planning with rezoning to increase intensity and density with transition areas between existing residential areas and planning for multi-model transportation system
Allow Mixed Uses	Yes	CBD, PBD and MU zones and within the subareas	Not significant implementation. Greatest potential in the PBD zone.
Transit Oriented Design	Yes	Currently there is limited transit service within the Lake Stevens area	Included within subarea plans and Community Transit has identified 20 <sup>th</sup> Street SE as a transit emphasis corridor for future frequent service.
Downtown Revitalization	Yes	A plan has been developed for the Grade Road portion of the historic town area.	Began historic town center planning in 2006. Downtown framework plan approved in 2013.



<b>Measure</b>	<b>Adopted?</b>	<b>Applicability</b>	<b>Effectiveness/Potential</b>
Adequate Public Facilities	Yes	Concurrency for parks, roads and sewer	GMA-based traffic impact mitigation fees adopted with the subarea plans.
Transportation Efficient Land Use	Yes	Mixed use zoning	No specific measures for transit oriented development.
Urban Growth Management Agreements	Yes		Annexation interlocal agreement with Snohomish County; Traffic interlocal agreement with Snohomish County.
Annexation plans	Yes		Annexation plan adopted for eventual “One Community Around the Lake” in the future.
Reduce off-street surface	Yes	Reduced minimum standard required for office uses	Subarea plans include use of low impact development and building height incentives for reducing surface coverage. Also added use of Floor Area Ratios (FARs) within subareas.
Identify and redevelop vacant buildings	No	Few vacant buildings within City and UGA	Minimal potential for additional implementation to significantly alter the growth strategy. Due to market conditions, some of the few vacant buildings have been redeveloped.
Concentrate critical services near homes, jobs and transit	Yes	Subareas	Subarea plans should bring much needed services to the City at Lake Stevens Center and along 20 <sup>th</sup> Street SE and additional planning to Downtown.
Locate civic buildings in existing communities rather than in greenfield areas	Yes		City campus, library and post office are located in historic downtown. Plans for new Civic Center north of historic downtown.
Implement permit expedition	Yes	Processing Code and Planned Actions	Although permit review times are not currently extensive, the new processing code adopted in 2010, planned actions adopted in 2012 and a new permit tracking system in 2012 should provide specific requirements for submittal and minimize necessary review times.



Measure	Adopted?	Applicability	Effectiveness/Potential
<b>MEASURES TO MITIGATE IMPACTS OF DENSITY</b>			
Design Standards	Yes	Applies to commercial and multi-family development	Community design quality and expectations have increased as a result of the adopted standards. Creating new design standards for cottage housing. City has a Design Review Board. Subarea Design Guidelines were adopted for development within the subareas using the Design Review Board and administrative review.
Urban Amenities for Increased Densities	Yes	PRDs and subareas	PRD plats are required to provide additional amenity. Subarea plans allow for increased floor area ratios with a menu of amenity options.
Community Visioning	Yes		Provided basis of land use policies. Updated in 2006 Plan. Important part of subarea planning, downtown framework planning and shoreline planning.
<b>OTHER MEASURES</b>			
Low Densities in Rural and Resource Lands	N/A		
Urban Holding Zones	Yes	Does not apply to areas within the City	None
Capital Facilities Investment	Yes	Subarea Plans and GMA Traffic Impact Fees	Subarea planning included adoption of a subarea capital facilities plan and GMA traffic impact fees adopted. Expectation is that investment will spur development.
Environmental review and mitigation built into subarea planning process	Yes		Planned actions adopted for the subareas include required mitigation measures. In addition, a GMA-base traffic impact mitigation fee code was adopted with specific fees identified.
Partner with non-governmental organizations to preserve natural resource lands	In Process		City in discussions with various organizations.



Table 4.4 - Growth and Development Potential of Existing Growth Centers

	OLD TOWN	LAKE STEVENS CENTER SUBAREA	HARTFORD CENTER	20 <sup>TH</sup> STREET SE CORRIDOR SUBAREA
<b>Size (Acres)</b>	239	359	267	845
<b>Subarea Planning</b>	<ul style="list-style-type: none"> <li>Framework plan completed in 2012</li> </ul>	<ul style="list-style-type: none"> <li>Subarea Plan adopted 2012</li> <li>Planned Action Ordinance adopted 2012</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>	<ul style="list-style-type: none"> <li>Subarea Plan adopted 2012</li> <li>Planned Action Ordinance adopted 2012</li> </ul>
<b>Relation to Transportation System</b>	<ul style="list-style-type: none"> <li>Local access via 20th St NE</li> <li>Indirect access to SR 92 via Grade Rd</li> </ul>	<ul style="list-style-type: none"> <li>Direct access to SR 9 and SR 204</li> <li>Indirect access to US 2 via SR 204</li> </ul>	<ul style="list-style-type: none"> <li>Indirect access to SR 92 via Machias Rd., Old Hartford Dr.</li> <li>Indirect access to US 2 via Machias Road</li> <li>Limited internal network of roads</li> </ul>	<ul style="list-style-type: none"> <li>Indirect access to SR 9 via 20th St SE, S Lake Stevens Rd.</li> </ul>
<b>Existing Land Use Pattern</b>	<ul style="list-style-type: none"> <li>Small to medium parcels (0.2-3.0 acres) in Historic Town Center</li> <li>Existing residential uses on commercially zoned parcels</li> <li>Significant amount of multi-family residential uses and zoning in southeast portion of center with small to large parcels (0.3-10 acres)</li> <li>Medium to large parcels (1-10 acres) in Grade Rd. area, largely undeveloped</li> </ul>	<ul style="list-style-type: none"> <li>Auto-oriented commercial uses primarily on large parcels (&gt;10 acres) with smaller parcels (&lt;0.5 acres) carved out along street frontage</li> <li>Primarily multi-family residential uses and zoning at edges of center with some single family residential uses in eastern portion of center</li> <li>Significant portion of government-owned property on eastside of SR 9 @ Market Pl.</li> </ul>	<ul style="list-style-type: none"> <li>Primarily medium to large parcels (3-30 acres)</li> <li>Cluster of smaller parcels (&lt; 1 acre) in middle of center</li> <li>Largely undeveloped</li> </ul>	<ul style="list-style-type: none"> <li>Primarily medium to large parcels (1-10 acres) with several irregular parcels due to diagonal intersection</li> <li>Limited existing commercial uses and zoning at intersection of 20th St SE and S Lake Stevens Rd. in eastern portion of center</li> <li>Primarily mix of multi-family and single-family residential uses</li> <li>Several large parcels (&gt; 10 acres) zoned multi-family</li> </ul>



	OLD TOWN	LAKE STEVENS CENTER SUBAREA	HARTFORD CENTER	20 <sup>TH</sup> STREET SE CORRIDOR SUBAREA
<b>Environmental Constraints</b>	<ul style="list-style-type: none"> <li>Wetlands and flood prone areas within Grade Rd. area</li> <li>Category 2 wetlands east of historic town center area where zoned multi-family residential.</li> <li>Catherine Creek bisects the Grade Rd. area and downtown</li> </ul>	<ul style="list-style-type: none"> <li>Wetlands between SR 9 and 91st Ave SE, near SR 204</li> </ul>	<ul style="list-style-type: none"> <li>Small amount of wetlands just north of Hartford Dr. NE and just north of 36th St NE</li> </ul>	<ul style="list-style-type: none"> <li>Wetlands at northeast corner of S Lake Stevens Rd and 20th St SE, north of S Lake Stevens Rd</li> </ul>
<b>Amenities</b>	<ul style="list-style-type: none"> <li>Lake Stevens shoreline access</li> <li>Catherine Creek</li> <li>View potential</li> </ul>	<ul style="list-style-type: none"> <li>View potential</li> </ul>	<ul style="list-style-type: none"> <li>View potential</li> </ul>	<ul style="list-style-type: none"> <li>View potential</li> </ul>
<b>Potential Land Use Compatibility Issues</b>	<ul style="list-style-type: none"> <li>Center has lower intensity single-family uses to the north, west, and south and higher intensity industrial uses to the east</li> </ul>	<ul style="list-style-type: none"> <li>Center is surrounded by lower-intensity single-family and multi-family residential uses</li> </ul>	<ul style="list-style-type: none"> <li>Center is surrounded by lower intensity residential uses</li> </ul>	<ul style="list-style-type: none"> <li>Center is surrounded by lower-intensity single-family residential uses</li> </ul>
<b>Conclusion</b>	<ul style="list-style-type: none"> <li>Limited potential for larger employment uses due to transportation access and small parcel sizes</li> <li>More suitable for local-serving retail and small commercial uses</li> <li>Potential as a Mixed-Use Town Center consisting of civic and local-serving retail uses, limited office and residential uses</li> </ul>	<ul style="list-style-type: none"> <li>Some potential for larger employment uses given transportation access and large parcels, but contingent upon redevelopment potential</li> <li>Potential for Main Street center on 91<sup>st</sup> Street NE between Market Place/SR204</li> <li>Potential as a Commercial Mixed-Use Center consisting primarily of regional retail commercial uses with multi-family residential uses towards the edges of the center</li> </ul>	<ul style="list-style-type: none"> <li>Potential to accommodate larger employment uses, but limited by location and transportation access</li> <li>Potential as an Industrial Center consisting primarily of industrial uses and limited office uses</li> </ul>	<ul style="list-style-type: none"> <li>Potential for larger employment uses including business parks and retail centers</li> <li>Potential for Mixed-Use Centers consisting primarily of residential uses with some office and local-serving retail commercial uses</li> </ul>



## **Analysis of Employment Growth Strategy**

The following is an analysis of the City's employment growth strategy and potential based on the documents and information summarized in this chapter, and the existing attributes of each of the defined centers. The City's existing growth strategy, in growth centers, is illustrated in Figure 4.0c. It is the City's vision to accommodate and attract new businesses that provide approximately 3,500 new family-wage jobs in the UGA (2011 City limits) by 2025, 1,000 of which are targeted for the hi-tech sector. The City's current employment growth strategy calls for a mix of employment and residential uses within its Growth Centers and employment uses within the Hartford Industrial Center.

Each defined Growth Center has varying suitability and potential for future employment uses due to location, access, overall size, redevelopment potential, and range of parcel sizes. The attributes of each of these Centers are described in detail in Table 4.4. Summaries of the growth potential and issues that may limit it for each Growth Center are described.

In 2010, the City completed an Economic Development Strategy. The main findings suggested residents were spending retail dollars outside the City and leaving the City to work. In order to capture the retail spending and provide jobs within the City, the City began implementing the economic development strategy by adopting subarea plans for two Growth Centers (Frontier Village and South Lake). The Lake Stevens Center Subarea (a larger area around Frontier Village) and the 20<sup>th</sup> Street SE Corridor Subarea (including South Lake) were adopted in 2012. In order to attract development to the City, a Planned Action Ordinance was also adopted for each subarea. In addition, a framework plan was completed for Old Town (Downtown) as a precursor to a future subarea plan. Therefore, three of the initial Growth Centers have moved closer to development.

### **Old Town/Central Business District**

The Old Town, or Central Business District, is a 239 acre area centered around 20<sup>th</sup> St NE, Main St and Hartford Dr NE. It consists of the historic town center adjacent to the northwestern tip of the lake, a larger commercially zoned area between Hartford Dr NE and Grade Road, and large areas that are zoned residential. The historic town center portion serves as the City's Civic Center and is characterized primarily by low-intensity commercial and residential development on small to medium-sized parcels. The Civic Center is moving to a new site within the Old Town area, as discussed above under "Existing Zoning and City." The Grade Road portion of the Old Town Growth Center is made up of medium to large parcels that are largely undeveloped. It is one of the two areas in the City zoned Planned Business District (PBD). The Grade Road Planned Business District Master Plan prepared in 2006 shows that the area has several constraints. A significant portion (just under 40%) of the Grade Road area is encumbered by wetlands and streams and the area is prone to flooding. In addition,



access to the Grade Road area is constrained by limited roadway frontage, growing congestion along Grade Road, and the substandard condition of Hartford Dr. NE. At the same time, the potential for developing new residential development at greater densities in this area is seen as a catalyst for downtown revitalization efforts.

The Buildable Lands Report shows limited capacity for new employment uses (84 jobs) within the Old Town area based upon the existing zoning and redevelopment potential of properties. The Old Town area also includes the Civic Center project on a 40-acre site, which is currently under land use review by the City; this project reduces the amount of available land in Old Town. In addition, the Old Town Growth Center may not be suitable for some employment uses due to access. The Center is removed from any major arterial or regional highway, and access is limited to several minor arterial roadways. Grade Road, a minor arterial, provides a connection to SR 92 to the north. Several road improvements and new road segments are proposed to improve access to the Hartford Industrial Center, which is immediately adjacent to the Old Town Growth Center; these could also improve access to the Old Town area. Relatively small parcel sizes may also limit the potential for some employment uses within the Old Town Growth Center.

The historic town center has several key attributes in place to support its revitalization including its lake front setting, strong projected population growth, and the potential for higher density residential development in the adjacent Grade Road area. Development of an effective plan and an active marketing campaign for this area is a high priority for the City. Key factors related to further development of the Old Town Growth Center that must be studied and discussed with stakeholders during subarea planning include use mixture, development intensity, parking, public improvements, and program development. However, the historic town center portion of the Old Town Growth Center has limited potential for large employment uses.

The Old Town Growth Center has limited potential for accommodating larger employment uses due to transportation access and small parcel sizes. It is more suitable as mixed-use Town Center consisting of civic and local-serving retail uses, higher density residential uses, and limited office uses.

### **Lake Stevens Center Subarea (formerly Frontier Village Growth Center)**

Lake Stevens Center is comprised of approximately 360 acres of land centered on the State Route 9/State Route 204 intersection. A Subarea Plan was adopted for the growth center in 2012 to revitalize the center, emphasizing retail and office growth. Future residential development would be primarily high density residential. The general land use pattern would consist of a commercial core, smaller commercial and mixed-use areas, a main street area, and transit-oriented development. The plan assumes future growth of 140,000-150,000 gross square feet of retail, 140,000-150,000 gross square feet of office, and 180 to 200 additional dwelling units. A Planned Action



Ordinance, capital facilities plan, development regulations, and design guidelines were also adopted.

### **20<sup>th</sup> Street SE Corridor (formerly South Lake Growth Center)**

The 20<sup>th</sup> Street SE Corridor is comprised of approximately 850 acres of land crossing the southern portion of the City from approximately South Lake Stevens Road in the east to Cavalero Road in the west. A Subarea Plan was adopted for the growth center in 2012 to create an employment center emphasizing business parks and commercial development. Future residential development would be primarily higher-density development including townhomes, row houses, cottage housing, and live/work units. The general land use pattern would consist of at least one large business park, a regional retail center, and commercial or mixed-use nodes with higher-density residential growth in transitional areas between existing single-family developments and higher intensity development. The plan assumes future growth of 400,000-450,000 gross square feet of retail, 1-1.25 million gross square feet of office, and 900 to 1,000 additional dwelling units. A Planned Action Ordinance, capital facilities plan, development regulations, and design guidelines were also adopted.

### **Hartford Industrial Center**

The Hartford Industrial Center is a 267 acre area located in the northeast portion of the City, between the Old Town Center and unincorporated Snohomish County outside the Lake Stevens UGA. Access to this Center is presently constrained by inadequate connections to SR 92 and a discontinuous network of undersized roads, which affects its suitability for certain types of employment uses. The City has identified improvements in its Transportation Plan, including extending 28<sup>th</sup> St NE from Old Hartford Rd to Hartford-Machias Road and upgrading 131<sup>st</sup> Ave NE as an arterial roadway south to the Machias area. Provided these and possibly other improvements are made, this area would have good access to the regional highway network with Machias Road providing access to US 2 to the south, and SR 92 providing connections to SR 9.

However, the area is still distant from the I-5 and US 2 corridors. The area is zoned General Industrial (GI) and Light Industrial (LI), which allow a wide range of non-industrial uses. The Hartford Center is adjacent to industrially zoned areas currently outside City limits, but within the City's UGA. The City and the Sewer District have attempted over the past 4 years to establish a Local Improvement District to bring the needed infrastructure into the area. Because of limitations discussed, including location, the cost benefit ratio does not yet support an improvement project.

The Hartford Industrial Center currently has capacity for 1,097 jobs, the highest employment capacity of any area within the City's UGA. However, this capacity is reduced based on a commercial/retail/office project on a 15-acre site currently under





land use review by the City in the SR 92 area. It is the City's intention to promote and develop the Hartford Industrial Center as an employment center. The City will conduct a market study of the area to determine any need for expansion, infrastructure improvements, and marketing strategies to attract the types of industries expected to locate in the Snohomish County area. Policy 3.D.5 of the Snohomish County Comprehensive Plan provides support for this effort, and states that the county shall prioritize the redevelopment of existing industrial areas and investigate potential incentives that may make redevelopment a greater financial opportunity. However, while Hartford Center could accommodate considerable employment growth in a strong market, its location and industrial emphasis have resulted in limited recent growth.

The Hartford Industrial Center has potential as an employment center consisting primarily of industrial uses and limited office uses. Its potential to accommodate larger employment uses may be limited by location, limited visibility, and transportation access

### **Small Neighborhood Service Centers**

Small neighborhood service centers are mentioned in Vision Goal 3 of the City's Comprehensive Plan as areas where the City will focus its economic development activity (in addition to the Hartford Industrial and Community Growth Centers), but no specific policies or narrative about these centers can be found elsewhere in the Plan. There are two small areas on the northwest side of the Lake zoned Local Business (LB). These areas could potentially be developed as small neighborhood service centers, however their capacity for employment is limited.

### **Conclusion Regarding Existing Employment Growth Strategy**

The City's growth strategy focuses new development primarily within three designated Community Growth Centers (Lake Stevens Center Subarea, 20<sup>th</sup> Street SE Corridor Subarea, and Downtown) and the Hartford Industrial Center. Within its Community Growth Centers, the City has extensive capacity for new employment uses while the Hartford Industrial Center has minimal capacity for new employment uses. However, each of the designated Growth Centers have varying suitability for the development of the types of employment uses that will provide a significant amount of jobs due to their location, transportation access, and availability of sizable developable parcels. Existing land use and transportation patterns, as well as topographical and environmental constraints present some challenges to the full utilization of land zoned for employment uses within the UGA.

### **Healthy Community Design**

The way we design and build our communities can affect our physical and mental health. Healthy community design is planning and designing communities that make it



easier for people to live healthy lives. Healthy community design offers important benefits:

- Decreases dependence on the automobile by building homes, businesses, schools, churches and parks closer to each other so that people can more easily walk or bike between them.
- Provides opportunities for people to be physically active and socially engaged as part of their daily routine, improving the physical and mental health of its citizens.
- Allows persons, if they choose, to age in place and remain all their lives in a community that reflects their changing lifestyles and changing physical capabilities.

In addition, healthy community design can provide many advantages:

- Promote physical activity.
- Improve air quality.
- Lower risk of injuries.
- Increase social connection and sense of community.
- Reduce contributions to climate change.

The overall concept of creating a healthy community is important in determining the future growth of the Lake Stevens' Community.

### **Planning Beyond the UGA**

The City of Lake Stevens recognizes that the UGA is bordered by areas labeled by the County as “transitional”. The City also recognizes that development policies within these areas and beyond will have direct and indirect impacts on the Lake Stevens community, its quality of life, infrastructure, transportation, services, finance and the stewardship of land and lake water quality. Therefore the City's vision requires its involvement in the decision-making in these areas as they affect development and its impacts.

### **GOALS AND POLICIES**

This section discusses the plan for future land uses in the City of Lake Stevens. The timing of development and provision of services comprise key components of this planning process. In addition to the discussion below, a Future Land Use Map has been developed to illustrate the various land uses and growth management strategies.

An analysis of existing conditions and projected needs in the previous section highlighted the areas of concern and opportunities for Lake Stevens. The City's Vision Statement, along with the inventory and analysis contained in this element, was used to create a plan. The Plan contains a strategy for achievement of the City's goals in light of the existing conditions in the City. The goals, objectives and policies within the Plan provide guidelines and positive actions.



- GOAL 4.1 ENSURE THAT LAND USES OPTIMIZE ECONOMIC BENEFIT AND THE ENJOYMENT AND PROTECTION OF NATURAL RESOURCES WHILE MINIMIZING THE THREAT TO HEALTH, SAFETY AND WELFARE;**
- GOAL 4.2 GROWTH MANAGEMENT: MANAGE GROWTH SO THAT THE DELIVERY OF PUBLIC FACILITIES AND SERVICES WILL OCCUR IN A FISCALLY RESPONSIBLE MANNER TO SUPPORT POSITIVE ECONOMIC ACTIVITY IN THE CITY;**
- GOAL 4.3 ECONOMIC DEVELOPMENT: ATTAIN THE HIGHEST LEVEL OF ECONOMIC WELL-BEING POSSIBLE FOR ALL CITIZENS IN LAKE STEVENS THROUGH THE ACHIEVEMENT OF A STABLE AND DIVERSIFIED ECONOMY OFFERING A WIDE VARIETY OF EMPLOYMENT OPPORTUNITIES;**
- GOAL 4.4 NEIGHBORHOOD CONSERVATION: ACHIEVE A WELL BALANCED AND WELL ORGANIZED COMBINATION OF OPEN SPACE, COMMERCIAL, INDUSTRIAL, RECREATION AND PUBLIC USES SERVED BY A CONVENIENT AND EFFICIENT TRANSPORTATION NETWORK WHILE PROTECTING THE FABRIC AND CHARACTER OF RESIDENTIAL NEIGHBORHOODS; AND;**
- GOAL 4.5 ENVIRONMENTAL PRESERVATION AND CONSERVATION: ENSURE THE PROPER MAINTENANCE OF THE CITY’S ENVIRONMENTAL QUALITY THROUGH THE PRESERVATION AND CONSERVATION OF THE NATURAL ENVIRONMENT AND RESOURCES.**

Policies

The Comprehensive Plan map (Figure 4.1) is adopted as the City’s official land use plan. Zoning, development and land use in the various designations shall be guided by the descriptions below:

A. Residential

1. **High Density Residential** -- Allows a variety of residential forms of residential structures containing three or more dwellings. Multiple structures may be located on a single parcel, and there are no density limits, provided that the project meets the site requirements of the zoning and other pertinent codes and adopted development guidelines. Also allows limited public/semi-public, community, recreational, and commercial uses.
2. **Medium Density Residential** -- Allows single-family (1 du/lot) and two-family residential development with a gross density of 4 to 12 units



per acre. Includes detached, attached, conversion, accessory apartments, townhouses, condominiums, duplexes, tourist homes, special service homes and some manufactured/mobile structures. Also allows limited public/semi-public, community, recreational, and neighborhood commercial uses.

3. **Low Density Residential** – Allows for single-family homes on large lots, with fewer than four units per acre. Buildings usually have fewer stories and are spaced farther apart with large setbacks to side boundaries and the street and large areas of private open space.
4. **Waterfront Residential** -- Allows single-family (1 du/lot) residential uses with a gross density of 4 units per acre. Includes detached, tourist homes, and special service homes. Also allows limited public/semi-public, community, and recreational uses, and waterfront commercial.

**B. Commercial**

1. **Sub-Regional Commercial** -- Allows high intensity, automobile-oriented commercial uses, including dense arrangements of retail stores, services, and professional offices which are used not only by local residents but by those of other communities. Also allows limited public/semi-public, community, and recreational uses.
2. **Downtown/Local Commercial** -- Allows medium to high intensity commercial uses, including the Central Business District and other dense arrangements of professional offices and retail stores. This designation allows mixed-use development. This land use designation may be placed on lands between Sub-Regional Commercial and residential areas to act as a buffer. Also allows limited public/semi-public, community, and recreational uses.
3. **Mixed-Use** -- Allows medium to high intensity mixed use (commercial and residential). It is intended that this land use designation will be placed where a "village atmosphere" is desired, or on lands between high and low intensity uses to act as a buffer (e.g., between Sub-regional commercial and residential zones). Also allows limited public/semipublic, community, and recreational uses.
4. **Planned Business District** -- The Planned Business District allows moderate intensity commercial or mixed use development. It is intended that this land use designation be placed on lands between high and low intensity uses to act as a buffer or on sites containing

sensitive resources; or other sites where, due to property specific circumstances, detailed planning would benefit all property owners involved as well as the public by allowing transfer of densities among parcels in order to avoid impacts to sensitive resources. It achieves this by requiring that a Master Development Plan be developed for all similarly zoned contiguous parcels before any one parcel can be developed and that any parcel developed is developed according to that plan. This designation encourages high floor area ratios by allowing a minimum of 2:1, with a 3:1 ratio allowed in designated density receiving areas when excess density is transferred from a designated sending area. Also allows limited public/semi-public, community, and recreational uses.

5. **Commercial District** – The Commercial District allows for high-intensity commercial and employment with some mixed-use. Principal uses include community and regional retail centers, offices, business parks, civic, cultural, recreational, and associated uses. Multi-family residential uses could be included above or behind commercial uses. This land use designation should be located in areas with direct access to highways and arterials in addition to transit facilities, adequate public services and traffic capacity.

#### C. Industrial

1. **General Industrial** -- This category allows a full range of uses which traditionally can cause impacts to surrounding properties, including: sales and rental of goods, merchandise, and equipment where there is storage and display of goods inside or outside fully enclosed structures; wholesale sales; manufacturing, processing, creating, repairing, renovating, painting, cleaning; assembling of goods, merchandise and equipment inside or outside fully enclosed structures; mental illness institutions; colleges and universities; indoor or outdoor recreation facilities; penal and correctional facilities; motor vehicle repair, maintenance, painting, and body work; storage of goods; parking; scrap materials salvage yards, junkyards, automobile graveyards; emergency services; agriculture, silviculture, mining and quarrying; miscellaneous public/semi-public, utility, community, and recreational facilities; cemeteries and crematoria; commercial greenhouses; special events; industrial subdivisions; and neighborhood commercial uses. Does not allow any residential (except temporary or caretaker residences).
2. **Light Industrial** -- This category includes only those types of industrial, sale, or service uses which have minimal externalities, including:



temporary or caretaker residences; sales and rental of goods, merchandise, and equipment where there is no storage and display of goods outside fully enclosed structures; wholesale sales; manufacturing, processing, creating, repairing, renovating, painting, cleaning; assembling of goods, merchandise and equipment within a fully enclosed structure; mental illness institutions; colleges and universities; indoor or outdoor recreation facilities (except racetracks or drive-in theaters); penal and correctional facilities; motor vehicle repair, maintenance, painting, with no substantial body work; storage of goods within a fully enclosed structure; parking; emergency services; agriculture without livestock, silviculture; miscellaneous public/semi-public, utility, community, and recreational facilities (except airports); cemeteries; commercial greenhouses; special events; industrial subdivisions; and neighborhood commercial uses. Does not allow any residential (except temporary or caretaker residences).

**D. Public/Semi-Public**

This category is intended for use on all land that is publicly owned. It allows public buildings and services, recreational uses, utilities, and transportation facilities.

**GOAL 4.5 PRESERVE AND ACCENTUATE THE LAKE AS THE CENTERPIECE OF LAKE STEVENS.**

**Policies**

- 4.5.1 Encourage design of subdivisions and structures that maintain public lake views.
- 4.5.2 Structure minimum lot size, lot coverage, and setback standards within the Waterfront Residential or other zones so that public lake views between buildings on adjacent lots are possible.
- 4.5.3 Regulate boathouses and other dock structures to allow for reasonable public access to, and views of, the lake.

**GOAL 4.6 PRESERVE AND PROMOTE SAFE, CLEAN LIVING ENVIRONMENT.**

**Policies**

- 4.6.1 Prohibit storage of soil, yard waste, refuse, machines and other equipment in front yard setbacks.
- 4.6.2 Where a sight distance or safety problem is created, prohibit storage of vehicles in front and side yard setbacks, except on driveways (and then no more than three) or in parking lots.



- 4.6.3 Require installation of curbs, gutters, sidewalks, and landscape strips for all developments unless the Director of Planning and Community Development makes specific findings that such improvements would not be consistent with these or other goals or policies.
- 4.6.4 Require that crosswalks be painted at all intersections controlled by stop signs or lights.

**GOAL 4.7 SITE ESSENTIAL PUBLIC FACILITIES IN A MANNER CONSISTENT WITH COUNTY-WIDE PLANNING POLICIES AND THE FOLLOWING CITY POLICIES.**

Policies

- 4.7.1 Where not inconsistent with City policies, the siting of essential public facilities will be subject to the process found in Appendix C. This process may be amended from time to time to remain consistent with the process used in other Snohomish County jurisdictions.
- 4.7.2 The City will not preclude the siting of essential public facilities; however, it shall enforce its Comprehensive Plan and development regulations to ensure reasonable compatibility with other land uses.

**Intergovernmental Coordination**

**GOAL 4.8 COORDINATE GROWTH AND DEVELOPMENT WITH ADJACENT JURISDICTIONS TO PROMOTE AND PROTECT INTERJURISDICTIONAL INTERESTS.**

Policies

- 4.8.1 Participate in the Snohomish County Tomorrow Planning Advisory Committee (PAC) to improve inter-jurisdictional coordination of land use planning activities in the adopted urban growth area.
- 4.8.2 The City Planning Commission shall continue to welcome citizen input from all citizens of the Urban Growth Area so that their concerns may be considered when making planning decisions that may someday be applied to annexed areas of the UGA.

**Population Growth and Growth Management**

**GOAL 4.9 ACCOMMODATE GROWTH THAT FACILITATES AND ENHANCES AN URBAN SMALL TOWN CHARACTER.**



Policies

- 4.9.1 Accommodate new development to support a rate of growth that is consistent with the City's responsibilities under the Growth Management Act and the County-wide Planning Policies.
- 4.9.2 Ensure that growth is phased to maintain consistency with the City's Capital Facilities Plan for providing public facilities including streets, sidewalks, lighting systems, traffic signals, water, storm and sanitary sewer, parks and recreational facilities, and schools.
- 4.9.3 Assure that development provides for transportation access consistent with the level of service established for the community and is concurrent with the impacts of the development.
- 4.9.4 Encourage growth that is responsive to environmental concerns and that enhances the natural environment of the lake drainage basin and the areas watersheds.
- 4.9.5 An urban level of development shall be defined as gross densities area's of 4 dwelling units per acre or more.
- 4.9.6 The City will actively participate in Snohomish County Tomorrow's population monitoring strategy. The strategy will be used to amend the Plan as necessary to remain consistent with actual settlement patterns and population trends.

**GOAL 4.10 PROMOTE ANNEXATIONS OF LANDS TO THE CITY IN A MANNER THAT IS FISCALLY RESPONSIBLE TO ENSURE THE CITY IS ABLE TO PROVIDE HIGH LEVEL OF URBAN SERVICES.**

Policies

- 4.10.1 It is the City's intent for the entire Lake Stevens Urban Growth Area to become one City:
  - a. To better manage growth in the UGA it is important to note that land use and Comprehensive Plan decisions for the Lake Stevens area are best made by elected officials who reside within, and represent the Lake Stevens community.
  - b. To keep locally generated sales tax revenues within the community to meet local needs rather than allowing those revenues to be distributed throughout the entire county.
  - c. To provide an accessible and open forum in which citizens may participate in the own governance.
  - d. To create a larger city which can have greater influence on regional and state policy decisions and can be more competitive for grants.





- e. To stabilize the development environment, striving to bring land use predictability to residents and property owners.
- d. To ensure that urban infrastructure is provided at the time development occurs to minimize the need to retrofit substandard improvements in the future.

It is further the City's intent to complete annexation of the UGA by 2011.

- 4.10.2 To the degree reasonably possible, annexations should serve to square off City boundaries, and preferably not divide small lots. The intent is to ensure practical boundaries in which services can be provided in a logical, effective and efficient manner.
- 4.10.3 Prior to any annexation, the City should consider the effects on special purpose districts and County services within the Urban Growth Area, including:
  - a. outstanding special bonds or other debt,
  - b. absorbing the district or County's service provision responsibilities and acquiring the necessary assets at the appropriate stage (set by state law); and,
  - c. impacts on the districts' or County's operations and personnel.
- 4.10.4 The City's intent is to minimize disruption to residents, businesses and property owners of annexed areas:
  - a. Annexed property should be designated in the Comprehensive Plan and zoning ordinance in a manner that most closely reflects the pre-annexation designations adopted by Snohomish County. The City Council will consider alternative designations proposed by those properties included in the annexation. Council may adopt alternative designations if it finds the proposal protects the general health, safety, and welfare of the community and they meet the requirements of the Growth Management Act.
  - b. Uses that are either previously established legal non-conforming, or are made non-conforming with the annexation will be allowed to continue in a manner consistent with the rights established in the City's land use code.
  - c. Annexed areas shall be accorded equal accommodation in the distribution of capital improvements, maintenance of roads and other facilities, police and other services.
  - d. For annexed areas, the City shall strive to ensure annexed areas are fairly represented by the Mayor and City Council, with extra care during the initial two years in which the annexed may have not had a chance to vote for their local officials.
- 4.10.5 At such time an annexation proposal is made, the City shall make every reasonable effort to provide accurate, timely and useful information to the community so that they may make reasoned and well informed decisions.



**GOAL 4.11 DIRECT NEW RESIDENTIAL GROWTH TO AREAS WHERE INFRASTRUCTURE AND SERVICES ARE AVAILABLE.**

**GOAL 4.12 PROVIDE APPROPRIATE BUFFERS BETWEEN LAND USES ADJACENT TO MACHIAS ROAD AND SR 92.**

Policies

- 4.12.1 Require retention of all trees within a 30' visual/noise buffer along SR 92, SR 9, and the Hartford/Machias Road (as measured from the edge of ultimate right-of-way). Where trees need to be removed because of instability, require replanting of 5-gallon (minimum) conifers at a 3:1 ratio within the 30' buffer.
- 4.12.2 Ensure that design of highway accessible/visible commercial uses along SR 92, SR 9, and the Hartford/Machias Road is aesthetically pleasing from both the roadway and the local roads.

**Residential Land Use**

**GOAL 4.13 ACHIEVE A DIVERSE ARRAY OF HOUSING OPPORTUNITIES.**

Policies

- 4.13.1 Allow for high density development in appropriate areas, e.g., near Central Business District.
- 4.13.2 Allow manufactured single family residences on individual lots in the same zones and with the same land use permit requirements as a site built home, provided the manufacture homes are built to HUD standards, or to IBC standards and inspected by the State Department of Labor and Industries.
- 4.13.3 Adopt development regulations for manufactured homes to ensure they will maintain the appearance of site built homes and which will improve their longevity. Such regulations may include, but are not limited to requiring minimum sloped roofs, specified siding and roofing materials and requiring permanent foundations.
- 4.13.4 Allow accessory units in single family residential zones by right, without requiring an increase in lot size above the minimum set for that zone.
- 4.13.5 Undertake efforts to support the retention and rehabilitation of older housing within the City.
- 4.13.6 Create opportunities for low-income housing when necessary and/or appropriate.



**GOAL 4.14 PRESERVE AND PROMOTE CHARACTER OF EXISTING NEIGHBORHOODS.**

Policies

- 4.14.1 Promote architectural design that is similar to that of historic homes (i.e., front porches, garages behind houses, gabled roofs, etc.).

**GOAL 4.15 PRESERVE AND PROMOTE "SMALL TOWN" CHARACTER.**

Policies

- 4.15.1 Promote architecture that is pedestrian friendly and conducive to human interaction (e.g., front porches, garages behind houses, small front yard setbacks, no "walled" neighborhoods).
- 4.15.2 Ensure that plat designs are pedestrian friendly (e.g., ample street trees, adequate sidewalks, walkways and paths connecting plats).
- 4.15.3 Require that all new residential development mitigate their impacts on demands for parks.
- 4.15.4 Review and revise Development Design Guidelines for Multi-Family Residential uses and Planned Residential Developments.

**Commercial Land Use**

**GOAL 4.16 PROMOTE AN ACTIVE, DIVERSE, AND INTEGRATED "URBAN VILLAGE"-STYLE DEVELOPMENT IN THE CENTRAL BUSINESS DISTRICT.**

Policies

- 4.16.1 Encourage a compact commercial district that facilitates easy pedestrian access between shops and buildings.
- 4.16.2 Allow mixed-use development in commercial and mixed use zones.
- 4.16.3 Promote economic development that is compatible with the character of Lake Stevens.
- 4.16.4 Promote a diverse array of business types.
- 4.16.5 Encourage design that incorporates unobtrusive parking (e.g., behind buildings, screen lots, etc.).
- 4.16.6 Promote street/sidewalk vendors in appropriate places.



- 4.16.7 Until the City's adopted "Urban Design Guidelines" are revised to form the City's "Development Design Guidelines," they shall substitute for "Development Design Guidelines" where they are referenced in this Plan.
- 4.16.8 The "Recreating Main Street: Lake Stevens' Downtown Park and Public Facilities Plan," as may be amended from time to time, is hereby adopted by reference as a part of the City of Lake Stevens Comprehensive Plan.
- 4.16.9 All development within the Central Business District, Mixed Use District, and Public/Semi-Public District shall be consistent with the "Recreating Main Street: Lake Stevens' Downtown Park and Public Facilities Plan," as may be amended from time to time, and any policies or guidelines subsequently adopted that support that plan. This is not to mean that on private property where in the plan a public use is shown that it must be used as a public use, but meant to: (1) guide public actions and, (2) speak to design issues on both public and private development (in particular, it is important that the "Main Street" design theme be adhered to).

**GOAL 4.17 CREATE A CENTRAL BUSINESS DISTRICT (CBD) WITH A COMMON ARCHITECTURAL THEME.**

Policies

- 4.17.1 An appropriate architectural style for Lake Stevens is an historical look. Encourage structures and storefronts reminiscent of historic commercial structures in Lake Stevens, as documented in Lake Stevens' Historical Museum photography collection.
- 4.17.2 Develop and adopt Development Design Guidelines for Commercial Uses.

**GOAL 4.18 ENSURE THAT THE CBD IS PEDESTRIAN/CLEAN AIR FRIENDLY AND IS EASILY ACCESSIBLE BY ALTERNATIVE FORMS OF TRANSPORTATION.**

Policies

- 4.18.1 Require installation of bicycle racks.
- 4.18.2 Promote pedestrian-visible signage.
- 4.18.3 Require street trees on commercial streets.
- 4.18.4 Strive to create an integrated pedestrian/alternative transportation network to serve the entire City.



- 4.18.5 Ensure that adequate connections are made to link key related activity centers such as between the Centennial Trail and the CBD, North Cove Park and the boat launch etc.
- 4.18.6 Encourage building design and detailing that respects the human-scale and nourishes the human spirit.
- 4.18.7 Encourage that building design respects the fact that it will impact the community for generations and that quality design can enhance not only economic values of the community but emotional values of its citizens.
- 4.18.8 Develop a CBD parking program that encourages non-automobile use of the CBD and allows for more flexible and efficient use of limited commercial land.

**GOAL 4.19 ALLOW ONLY APPROPRIATE COMMERCIAL USES WITHIN THE CBD.**  
Policies

- 4.19.1 Appropriate commercial uses within the Historic Town Center are those serving tourists, clients of government, recreation users, retail consumers and residents within walking distance of the downtown.

**GOAL 4.20 PROMOTE NEIGHBORHOOD COMMERCIAL USES IN APPROPRIATE PLACES.**  
Policies

- 4.20.1 Allow the designation of property for neighborhood commercial uses on the Land Use map where the property:
  - a. is located at an intersection with at least one arterial street.
  - b. is at least one-half mile distance from other similarly designated properties.
  - c. results in no more than two acres of land being designated for neighborhood commercial uses at the same intersection.
- 4.20.2 Neighborhood Commercial is not a euphemism for "convenience store commercial." It is the intent of this policy to promote commercial uses catering to day to day needs of neighbors in locations that are easily reached by foot. Proposed uses shall clearly reflect this intent.

**GOAL 4.21 ENCOURAGE COOPERATIVE EFFORTS BETWEEN THE BUSINESSMEN, MERCHANTS, AND THE CITY TO BRING ABOUT IMPROVEMENTS TO THE CENTRAL BUSINESS DISTRICT.**



Policies

- 4.21.1 Undertake efforts to beautify the town core with street plantings, street furniture, pedestrian paths, decorative lighting and signing, brick or textured streets, historical markers, and/or an historical motif.
- 4.21.2 Encourage the Downtown Association, in conjunction with the City, to sponsor, support, and implement a Main Street Program.

**GOAL 4.22 APPLY COMMERCIAL LAND USE DESIGNATIONS TO PREVENT STRIP OR "LEAP-FROG" COMMERCIAL DEVELOPMENT.**

Policies

- 4.22.1 Discourage strip development and encourage nodal development through adoption of zoning designations, specific design guidelines and development regulations.

**GOAL 4.23 UNDERTAKE A SUB-AREA PLANNING EFFORT TO RECONSIDER THE LAND USES AND INFRASTRUCTURE FOR THE HISTORIC DOWNTOWN. THIS PLANNING EFFORT SHALL BE GUIDED BY THE FOLLOWING PRINCIPLES:**

Policies

- 4.23.1 The Chamber of Commerce Downtown Development Plan (2004) shall represent the starting point for the sub-element vision.
- 4.23.2 The lakefront property owned by the City is a valuable community asset under public ownership and with public access. Conversion of this asset to private enterprise and residences should take place only if it is demonstrated there is broad and significant public benefit to the community in the form of a dense, vibrant mixed-use downtown as envisioned in the Chamber concept.
- 4.23.3 Preparation of the sub-area plan, including fiscal and marketing analysis, shall occur only after a significant portion (50% minimum?) of the needed funding is obtained from grants, whether directly to the City or to applicable private non-profit organizations, or other non-city revenue sources.
- 4.23.4 The “life blood” of the downtown shall be the local residences. While the plan can and should serve to attract visitors, the principal market to be served shall be the local population, whose needs and desires shall be given top consideration.
- 4.23.5 The City shall not take uninformed speculative risks in anticipation of a possible plan. The City shall do its homework and have a solid understanding of the



costs and benefits associated with a proposal before entering into major financial commitments.

- 4.23.6 In developing a sub-element plan, substantial public involvement shall be ensured through multiple meetings, updates in the media and on city owned modes of communication. The City shall provide clear information as to the benefits, costs, and risks so that the community can provide informed opinions to the Planning Commission and City Council.
- 4.23.7 The sub-element plan shall ensure that significant lakeside non-commercial public access is maintained for informal and formal recreational opportunities.
- 4.23.8 Prior to adoption of a sub-element plan, it must be demonstrated that any initial investments and expenditures of the City will not compromise the City's fiscal stability and its ability to continue to provide the full range of services it presently provides.
- 4.23.9 Prior to adoption of a sub-element plan, it must be demonstrated that the proposal will result in annual City revenues that will exceed its costs.
- 4.23.10 Prior to adoption of a sub-element plan, it must be demonstrated that the City shall recoup any costs born by the City to support private enterprise within five years.
- 4.23.11 Adoption of a sub-element plan shall be premised on the requirement that a new city hall can be accommodated in a fiscally responsible manner within the downtown core.
- 4.23.12 Reserved for future use.
- 4.23.13 The sub-element plan shall consider impacts of the plan on the existing commercial properties and businesses, and strive to ensure the compatibility and synergy between the existing and new.
- 4.23.14 The sub-element plan shall clearly identify project impacts on the community's off-site infrastructure, including but not necessarily limited to identification of, and costs for off-site road improvements to support the project.
- 4.23.15 Private developers should be given flexibility in the downtown design concept, within certain parameters such as building location, building massing and circulation. The developers may be required to replace existing public facilities (street lights for example) to be compatible with the design concept that is employed.



- 4.23.16 The design theme shall avoid trendy and artificial themes which may be quickly out dated. The architecture shall incorporate strong traditional downtown elements and the design concept shall be stable enough to survive the life of the buildings.
- 4.23.17 The sub-element plan should address the process for selection of a developer or developers and should include a competition facilitated through a process in which the city issues a request for proposal.

### **Industrial Land Use**

#### **GOAL 4.24 PROMOTE AN ACTIVE, HEALTHY AND DIVERSE INDUSTRIAL DISTRICT.**

##### Policies

- 4.24.1 Pursue and implement incentive programs that would encourage those types of industrial uses which results in high employment densities.
- 4.24.2 Aggressively market the Hartford Industrial Area and aggressively pursue 21st Century family-wage employers to that revitalized area.

#### **GOAL 4.25 ENSURE THAT IMPACTS ARE KEPT TO A MINIMUM, ESPECIALLY THOSE THAT AFFECT ADJOINING, NON-INDUSTRIALLY ZONED AREAS.**

##### Policies

- 4.25.1 Require that site plans be filed for all industrial developments so as to ensure that impacts are kept to a minimum through site design.
- 4.25.2 Ensure that the City's Noise Ordinance reflects the City's actual desires for allowable noise levels.
- 4.25.3 Ensure that industrial users comply with the City's Noise Standards.

#### **GOAL 4.26 RE-PLAN AND REVITALIZE THE HARTFORD ROAD INDUSTRIAL SUBAREA.**

##### Policies

- 4.26.1 Conduct a market study as part of the Hartford Road Industrial Area study to determine any need for expansion, infrastructure needs, and marketing strategies.
- 4.26.2 Pursue local improvement districts and grant funding for infrastructure development.





**GOAL 4.27 PROMOTE A HEALTHY, CLEAN INDUSTRIAL DISTRICT THROUGH THE USE OF DESIGN STANDARDS AND ADHERENCE TO ENVIRONMENTAL SENSITIVITIES.**

Policies

- 4.27.1 Require that storage areas be screened from public views.
- 4.27.2 Require that landscaped buffers are installed and maintained between uses and along roadways.
- 4.27.3 Landscaping shall include the use of trees to serve as visual and noise buffers.
- 4.27.4 As much as possible through site design and engineering, ensure that pollutants are appropriately disposed of.
- 4.27.5 Develop and adopt Development Design Guidelines for all Industrial zones.

**GOAL 4.28 REQUIRE DEVELOPMENT TO BE SENSITIVE TO SITE CHARACTERISTICS AND TO PROTECT NATURAL RESOURCES.**

Policies

- 4.28.1 Allow the use of Planned Residential Developments (PRDs) and Cluster Subdivisions on properties with environmentally sensitive areas as a means of transferring, within the boundaries of the site, development density from the sensitive to the non-sensitive portions of the site. Avoid development in erosion areas near water bodies that would require bank stabilization.
- 4.28.2 City shall promote the retention of significant trees during development.
- 4.28.3 Preserve existing vegetation as much as possible due to its vital role in the ground water and wildlife systems of Lake Stevens in order to prevent additional storm water runoff or soil erosion from new developments and to provide a habitat for wildlife.
- 4.28.4 Protect salmonid streams and natural drainage ways from adverse impacts of land development in order to maintain the stream flow regime necessary for continued life cycle activities, avoid unnatural bank or bed erosion and increased turbidity.
- 4.28.5 The City considers, and deems worthy of protection, the following sensitive resources: wetlands, streams and creeks, lakes and ponds, aquifer recharge areas, steep slopes, significant trees, fish and wildlife habitat and corridors, archaeological and historical sites and artifacts, geologically hazardous areas,



and frequently flooded areas. In writing policies and regulations, the City shall consider the cumulative effects of land use and development.

**GOAL 4.29 WHERE POSSIBLE, USE ELEMENTS OF THE NATURAL DRAINAGE SYSTEM TO MINIMIZE STORM WATER RUNOFF IMPACTS.**

Policies

- 4.29.1 Encourage new developments to use natural drainage patterns and incorporate means to contain storm water pollutants.
- 4.29.2 Encourage new developments to implement “low impact development” techniques which can better manage stormwater while providing cost savings in terms of land and improvements.
- 4.29.3 Recognize that storm drainage problems cross jurisdictional lines and the need to work with the Drainage Improvement District and residents to address those problems.
- 4.29.4 Adopt and keep current a stormwater control ordinance requiring best management practices for stormwater control, addressing such issues as detention, release, erosion and siltation, etc.

**GOAL 4.30 ENCOURAGE ENERGY-SAVING METHODS IN TRANSPORTATION, LAND USE, AND BUILDING CONSTRUCTION.**

Policies

- 4.30.1 Encourage the development of paths and easements for non-motorized transportation to facilitate pedestrian and bicycle use throughout the City.
- 4.30.2 Encourage car pooling and use of public transit as an alternative to single-person use of automobiles.
- 4.30.3 Encourage new developments to compliment and improve development of a grid system to reduce public and private utility and transportation costs.
- 4.30.4 Encourage energy-saving construction and building operation practices and the use of energy-conserving materials in all new construction and rehabilitation of buildings.
- 4.30.5 Encourage small scale, neighborhood compatible, commercial uses to be distributed throughout the community, thus reducing the need to drive to the nearest “big-box” retailer to pick up day to day convenience items. It also provides the opportunity for pedestrian access to stores along with the health and social benefits related to pedestrian activity.



**GOAL 4.31 PROTECT SPECIAL HISTORIC, ARCHITECTURAL, AESTHETIC OR CULTURAL RESOURCES THROUGH THE DESIGNATION OF HISTORIC LANDMARKS AND DISTRICTS AND THE ADOPTION OF APPROPRIATE INCENTIVES.**

**GOAL 4.32 PROMOTE THE IDENTIFICATION, MAINTENANCE, AND PRESERVATION OF GEOGRAPHICAL AREAS OR STRUCTURES WHICH HAVE SPECIAL SIGNIFICANCE BECAUSE OF HISTORICAL, ARCHAEOLOGICAL, ARCHITECTURAL, RECREATIONAL, SOCIAL, CULTURAL, AND/OR SCENIC IMPORTANCE.**

Policies

- 4.32.1 Work with other public agencies and/or a local historical society to determine priorities and establish methods for public and private funding achieve this goal.
- 4.32.2 Encourage the development of written narratives and maps for self-guided tours of significant areas and the provision for site markers to identify significant sites.
- 4.32.3 Encourage additions and alterations to significant architectural buildings to conform to the style and period of the initial construction as much as possible.

**Shoreline Management**

**GOAL 4.33 GIVE PRIORITY TO SHORELINE AREAS TO WATER-ORIENTED USES AND DISCOURAGE NON-WATER-ORIENTED USES.**

Policies

- 4.33.1 Give preference to shoreline uses (water-dependent, water-related and water-enjoyment uses) which protect and preserve shoreline resources.
- 4.33.2 Encourage, where feasible, existing non-water oriented commercial and industrial uses to relocate to non-waterfront property.

**GOAL 4.34 ENCOURAGE USES, DENSITIES AND DEVELOPMENT PATTERNS ON LANDS ADJACENT TO SHORELINES THAT ARE COMPATIBLE WITH SHORELINE USES AND RESOURCE VALUES AND REINFORCE THE POLICIES OF THE SHORELINE MANAGEMENT ACT AND LOCAL MASTER PROGRAMS.**

Policies

- 4.34.1 Consider the compatibility of proposed upland uses with those allowed in each adjacent shoreline environment and with the purpose and intent of the environment designation (see RCW 90.58.340).



- 4.34.2 Consider potential shoreline impacts from cumulative residential development of upland “view” property; such as stormwater run-off volume and septic drainfield seepage increases and intensification of risks from geological instability.

**GOAL 4.35 PROTECT BOTH THE ECONOMIC VIABILITY AND RESOURCE VALUES OF URBAN SHORELINES.**

Policies

- 4.35.1 Protect and preserve natural areas even in the most intensively developed urban environments and recognize that Shoreline of State-Wide Significance priorities for preserving the natural character of the shoreline (see RCW 90.58.020) also apply in urban areas.
- 4.35.2 Allow limited mixed-use development (including open space and recreational uses/facilities) to help sustain the economic viability of the urban shoreline.
- 4.35.3 Provide for adequate access, utilities, and public services to meet needs for uses along the shoreline.
- 4.35.4 Promote aesthetic and view protection by means such as sign control regulation, appropriate siting and screening requirements, and the use of architectural standards.

**GOAL 4.36 PROTECT AND ENHANCE SHORELINE VISUAL AND PHYSICAL ACCESS CONSISTENT WITH SHORELINE MANAGEMENT ACT AND PUBLIC TRUST DOCTRINE PRINCIPLES.**

Policies

- 4.36.1 Protect areas with unique and/or fragile geological or biological characteristics (e.g. wetlands, etc.) from inappropriate public access.
- 4.36.2 Acquire land for permanent public access to the water.
- 4.36.3 Assure that development, uses, and activities on or near the shoreline do not impair or detract from the public's access to the water.
- 4.36.4 Enhance and preserve public views from shoreline upland areas.
- 4.36.5 Reserve publicly-owned shorelines for water-dependent or public recreational uses and protected open space.
- 4.36.6 Separate or clearly delineate public and private space to avoid unnecessary user conflict.



- 4.36.7 Recognizing the vast majority of shoreline property is in private ownership, encourage the creation of easements to allow public access through donation or purchase, particularly in areas adjacent to publicly owned shorelines.
- 4.36.8 Regulate sign design and placement to maximize aesthetic compatibility and prevent interference with visual access to the shoreline.
- 4.36.9 Regulate docks and other in-water developments to minimize impacts to public use of the water.

**GOAL 4.37 PROTECT THE QUALITY AND QUANTITY OF SURFACE AND GROUND WATER IN SHORELINE AREAS AND ADJACENT LANDS.**

Policies

- 4.37.1 Use best management practices to ensure protection of water resources during and after construction, including bank stabilization techniques, site design, construction timing and practices, use of bio-engineering and current erosion and drainage control methods.
- 4.37.2 Restore degraded shorelines to arrest the processes of erosion, sedimentation and flooding.
- 4.37.3 Conduct dredging and filling activities so as to minimize the introduction of suspended solids, leaching of contaminants, or the disturbance of aquatic habitats.
- 4.37.4 Minimize land clearing, soil disturbance, and non-point runoff affecting water quality, erosion, and sedimentation.

**GOAL 4.38 EVALUATE SHORELINE HAZARDS AND THE IMPACTS OF EROSION AND LAKE LEVEL RISE ON SHORELINE RESOURCES AND PROPOSED DEVELOPMENT; REVIEW LOCAL COMPREHENSIVE FLOOD HAZARD MANAGEMENT PLANS AND STATE AND FEDERAL POLICIES TO ASSURE THEIR CONSISTENT APPLICATION IN SHORELINE AREAS AND ADJACENT LANDS.**

Policies

- 4.38.1 Prohibit development, fill, or encroachments in floodways, frequently flooded areas, highly erodible areas, and other critical areas.

**GOAL 4.39 RECOGNIZE AND PROTECT STATE-WIDE OVER LOCAL INTERESTS, PRESERVE THE NATURAL CHARACTER OF THE SHORELINE, PROVIDE LONG-TERM OVER SHORT-TERM BENEFIT,**



**PROTECT THE RESOURCES AND ECOLOGY OF THE SHORELINE AND INCREASE PUBLIC ACCESS AND RECREATIONAL OPPORTUNITIES IN THE SHORELINE.**

Policies

- 4.39.1 Protect and preserve wetlands and riparian corridors associated with Shorelines of the State.
- 4.39.2 Require the use of best management practices for all commercial timber cutting and reforestation in the shoreline area (see RCW 90.58.250).
- 4.39.3 Incorporate aesthetic values into new development, infilling, redevelopment of existing facilities and the general enhancement of shoreline areas.
- 4.39.4 Evaluate the short-term economic gain or convenience of other developments relative to the long-term and potentially costly impact to the natural shoreline.
- 4.39.5 Preserve shorelines of statewide significance for future generations by restricting or prohibiting development that would interfere with the shoreline ecology or irretrievably damage shoreline resources.

**GOAL 4.40 DESIGN AND BUILD A HEALTHY COMMUNITY TO IMPROVE THE QUALITY OF LIFE FOR ALL PEOPLE WHO LIVE, WORK, LEARN, AND PLAY WITHIN THE CITY.**

Policies

- 4.40.1 Encourage mixed land use and greater land density to shorten distances between homes, workplaces, schools and recreation so people can walk or bike more easily to them.
- 4.40.2 Provide good mass transit to reduce the dependence upon automobiles.
- 4.40.3 Build good pedestrian and bicycle infrastructure, including sidewalks and bike paths that are safely removed from automobile traffic as well as good right of way laws and clear, easy-to-follow signage.
- 4.40.4 Ensure affordable housing is available for people of all income levels.
- 4.40.5 Create community centers where people can gather and mingle as part of their daily activities.
- 4.40.6 Offer access to green space and parks.